

Section 7 Australia

1 General Situation

Australia shares universal values with Japan, such as respect for freedom and human rights, and democracy; and is allied with the United States, as are Japan and the Republic of Korea. Based on the awareness that Australia's security environment will be significantly influenced by how the Indo-Pacific, connecting the Indian and Pacific Oceans through Southeast Asia, and its architecture evolve, Australia is adjusting its main strategic focus to the region. As a result of elections in the Parliament of Australia held in September 2013, the administration changed from the Labor Party to the Coalition. The new Abbott administration expressed its stance, the same as that of the previous administration, to prioritize the Asia-Pacific and the Indian Ocean regions. Regarding the defense policy of the new administration, it indicates that it would replace the current White Paper¹ with a new one within 18 months from the Parliament election, and review is accordingly underway. In the pledge it upheld at the election, the Abbott administration explained that national defense policy conforming to clear military strategy and financially feasible configuration of defense capabilities would be the essence of the new White Paper.

2 Security and Defense Policies

The Australian government launched Australia's first National Security Strategy (the Strategy) in January 2013². The Strategy provides a blueprint for national security over the next decade, presenting the recognition that responding to the economic and strategic changes in the Asia-Pacific region is vital to the national security of Australia³.

The Strategy defines four objectives for Australia's national security: (1) to ensure a safe and resilient population, (2) to protect and strengthen Australia's sovereignty, (3) to secure Australia's assets, infrastructure and institutions, and (4) to promote a favorable international environment. To that end, it is necessary to respond to national security challenges and threats, including instability in the region, conflicts or coercion affecting the national interests,

¹ Australia's Defence White Paper shows future plans and accomplished government measures, and was published in 1976, 1987, 1994, 2000, 2009, and 2013.

² This strategy is based on the National Security Statement, announced in December 2008, which articulated Australia's national security agenda and set in motion reforms to strengthen the National Security Community. A national security strategy is scheduled to be delivered every five years.

³ The Australia in the Asian Century White Paper, which was published in October 2012, sets out targets for the country over the years to 2025 to ensure Australia can fulfill its ambitions and compete effectively within Asia.

malicious cyber activity, terrorism, espionage, the proliferation of weapons of mass destruction, serious and organized crime⁴.

The Strategy analyzes that the most significant trends for the outlook of Australia's national security would be uncertainty in the global economy, a rebalancing of global power, the continuing importance of non-state actors, and low-level conflict in high-risk areas. The Strategy then identifies three priorities of Australia over the next five years as follows: (1) enhancing regional engagement in the Asia-Pacific region⁵, (2) integrating cyber policy and operations⁶, and (3) establishing effective partnerships⁷.

In May 2013, the Australian government announced a new Defence White Paper⁸ that addresses significant developments in Australia's international and domestic circumstances since the previous Defence White Paper was published in May 2009⁹, which influence Australia's national security and defense settings. The white paper states that the relation between the United States and China will, more than any other single factor, determine Australia's strategic environment over the coming decades; and the evolution of this relationship is being affected by the United States' commitment to the region and by the effects

⁴ The Strategy describes the pillars of Australia's national security as follows: (1) countering terrorism and espionage activities, etc., (2) deterring and defeating attacks on Australia and Australia's interests, (3) preserving Australia's border integrity, (4) preventing, detecting and disrupting serious and organized crime, (5) promoting a secure international environment conducive to advancing Australia's interests, (6) strengthening the resilience of Australia's people, assets, infrastructure and institutions, (7) the Australia-United States Alliance, and (8) further understanding and being influential in the world, particularly the Asia-Pacific

⁵ Strengthening the Australia-United States Alliance, expansion of bilateral cooperation with influential regional powers, such as China, Indonesia, Japan, ROK, and India, and promoting the primacy and effectiveness of specific multilateral forums, etc

⁶ Bringing together the capability of cyber sections of the Ministry of Defence, the Attorney-General and the Australian Federal Police, and cyber analysts from the Australian Crime Commission into the Australian Cyber Security Center (ACSC).

⁷ Secure and quick information-sharing with domestic and international partner agencies, and more information-sharing between government and business, etc

⁸ (1) The ongoing economic strategic and military shift to the Indo-Pacific; (2) the Australian Defence Force's operational drawdown from Afghanistan, Timor-Leste, and the Solomon Islands; (3) the United States' rebalance to the Asia-Pacific; (4) Australia's substantially enhanced practical cooperation with the United States pursuant to the Australia-United States Alliance; and (5) the ongoing adverse effects of the global financial crisis, which have continued to have a significant deleterious impact on the global economy, domestic fiscal circumstances, and defense funding

⁹ The current Defence White Paper was originally due to be published in 2014, but at the time of the publication of the final report on the Australian Defence Force Posture Review in May 2012, it was announced that publication of the white paper would be brought forward to the first half of 2013, and the white paper was subsequently published in May 2013. The Defence White Paper complements the National Security Strategy and the Australia in the Asian Century White Paper, and these three documents should be seen together as a statement of the priority the Australian Government places on the nation's security and prosperity, and on maintaining a strong Australian Defence Force to meet Australia's national security challenges.

of China's rise. Moreover, it points out the emergence of the Indo-Pacific, which is set forth as a new concept.

The new Defence White Paper defines Australia's strategic interests as follows: (1) a secure Australia; (2) a secure South Pacific and Timor-Leste; (3) a stable Indo-Pacific; and (4) a stable, rules-based global order. The white paper also sets out the principal tasks for the Australian Defence Force (ADF) in order of priority as follows: (1) deter and defeat attacks on Australia; (2) contribute to stability and security in the South Pacific and Timor-Leste; (3) contribute to military contingencies in the Indo-Pacific region with priority to Southeast Asia; and (4) contribute to military contingencies in support of global security.

In addition, with regard to the ADF's defense capability-building, the white paper states that maintaining an appropriate mix of high-end ADF capabilities is essential, in order to defend Australia and its strategic interests. Moreover, maintaining credible high-end capabilities enables Australia to act decisively when required, deter would-be adversaries, and strengthen its regional influence; so while choices must be made to guide the allocation of finite resources, Australia remains committed to delivering core ADF capabilities, including future submarines, Air Warfare Destroyers, Landing Helicopter Dock amphibious ships, and the F-35 Joint Strike Fighters (JSF)¹⁰. Furthermore, according to the white paper, the Australian Defence Force Posture Review concluded that although Australia's strategic environment does not necessitate widespread changes in the location of ADF bases, some ADF bases, facilities and training areas need to be upgraded to meet current and future needs. Nevertheless, these upgrades are largely long-term in nature¹¹.

3 Relations with Other Countries

The Defence White Paper states that seizing opportunities to build deeper partnerships in the Indo-Pacific region will be important for Australia, because competition for access and influence will be greater, and consideration of Australia's interests and views less assured.

¹⁰ The Defence White Paper discloses that the Government has decided to acquire 12 new-build EA-18G Growler electronic attack aircraft instead of converting 12 out of 24 Australia's existing F/A-18F aircraft into the Growler configuration, to assure Australia's air combat capability during the transition period to the F-35A.

¹¹ In June 2011, the Australian Department of Defence started to commission the ADF's Force Posture Review to assess whether the ADF is correctly geographically positioned to meet Australia's current and future strategic and security challenges, such as the rise of the Asia-Pacific and the Indian Ocean rim as regions of global strategic significance, the growth of military power projection capabilities of countries in the Asia-Pacific region, and energy security and security issues associated with expanding offshore resource exploitation in the northwest and north. The final report of the expert panel released in May 2012 includes recommendations for improving the capability of base facilities and enhancing the ADF's presence in Northern Australia, and strengthening and expansion of naval and air force bases.

Moreover, it asserts that Australia's defense international engagement must work towards helping to build effective mechanisms to manage regional and transnational security issues, and risks arising from rivalries and the possibilities of miscalculation. Furthermore, it states that Australia's contribution to regional security is not restricted to deploying forces in a conflict or crisis. Rather, the nation's efforts are focused on reducing the risk of conflict through building trust and partnerships through regular interaction with other nations.

See ► Part III, Chapter 3, Section 2-1 (Japan-Australia Defense Cooperation and Exchanges)

1 Relations with the United States

The Australia-United States Alliance based on the Security Treaty between Australia, New Zealand, and the United States of America (ANZUS)¹² is Australia's most important defense relationship, and Australia attaches great importance to this alliance as a pillar of its national strategy and security arrangements. The Defence White Paper states that the United States will continue to be the world's strongest military power and the most influential strategic actor in Australia's region for the foreseeable future. Moreover, it asserts that a U.S. presence in the region will continue to be important amidst the Indo-Pacific's rapidly changing strategic environment, and that Australia welcomes the shift in U.S. strategic focus towards the region and the U.S. commitment to maintain its strong diplomatic, economic, and security presence.

Since 1985, the two countries have regularly held Australia-United States Ministerial Consultations and are making efforts to increase interoperability through joint military exercises, such as Exercise Talisman Saber¹³. In April 2012, the U.S. Marines' rotational deployments into northern Australia were launched¹⁴ in accordance with the Australia-United States Force Posture Initiatives, released in November 2011.

In addition to participating in the U.S.-led F-35 Joint Strike Fighter Project, Australia intends to cooperate in missile defence. Furthermore, they are promoting cooperation in intelligence, surveillance and reconnaissance (ISR), as well as in areas such as space¹⁵ and cyber¹⁶.

¹² A trilateral security treaty among Australia, New Zealand, and the United States, which went into effect in 1952. The United States has suspended its obligation to defend New Zealand since 1986 because of New Zealand's non-nuclear policy.

¹³ Exercise Talisman Saber, started in 2005, is a biennial combined Australia-United States training activity, designed to improve combat readiness and interoperability. About 21,000 U.S. Forces personnel and about 7,000 Australian Defence Force personnel participated in this training from July through August 2013.

¹⁴ See Part I, Chapter 1, Section 1, 1-2

¹⁵ At the AUSMIN in November 2012, cooperation in the space field was strengthened by agreeing the relocation of a C-band ground-based radar system of the U.S. Forces to Australia. At the AUSMIN in November 2013, two countries signed a memorandum of understanding on the relocation of U.S. space surveillance telescope to Australia.

2 Relations with China

Australia's Defence White Paper states that China's economic growth is a major contributor to global strategic weight shifting to the Indo-Pacific. In addition, it asserts that Australia welcomes China's rise and does not approach China as an adversary; rather, its policy is aimed at encouraging China's peaceful rise and ensuring that strategic competition in the region does not lead to conflict. It also states that the growth of China's defense capabilities and the modernization of its military is a natural and legitimate outcome of its economic growth.

Moreover, Australia sees China as an important partner in the region, and is committed to developing strong and positive defense relations with China through dialogue and appropriate practical activities. Under these policies, Australia carries out dialogues with the Chinese defense authority regularly¹⁷ and conducts exchanges to develop cooperative relations between Australian and Chinese forces, through joint exercises and mutual visits of military ships, etc¹⁸.

Meanwhile, in a joint statement of the ministerial strategic dialogue by ministers of defense of Japan, the United States, and Australia in October 2013, and a joint communique of ministerial consultations by ministers of defense and ministers of foreign affairs of the United States and Australia in November 2013, the Abbott administration expressed its stance that it opposes any coercive or unilateral actions that could change the status quo in the East China Sea, and that it thinks it is necessary for ASEAN and China to agree on a Code of Conduct regarding the South China Sea. In addition, on China's announcement of the establishment of an Air Defense Identification Zone in the East China Sea in November 2013, Minister for Foreign Affairs Bishop published a statement clearly stating Australia's stance to oppose any coercive or unilateral actions to change the status quo in the East China Sea.

¹⁶ At the AUSMIN in September 2011, the two nations signed a joint statement on cyberspace and confirmed that, mindful of their longstanding defense relationship and the ANZUS Treaty, the two would consult together and determine appropriate options to address threats in the event of a cyber attack that threatens the territorial integrity, political independence, or security of either Australia or the United States.

¹⁷ In October 2013, General Zhao Keshi, Director of the General Logistics Department, People's Liberation Army, visited Australia and held a meeting with Australian government high-ranking officials including David Hurley, Chief of the Defence Force (CDF). The Australia-China Defence Strategic Dialogue has been held since 1997, and at the 16th Dialogue held in Australia in January 2014, the Australia-China Defence Engagement Action Plan was endorsed, which content includes initiatives for promoting cooperation in the fields of maritime cooperation, strategic policy dialogue, educational exchanges, exercises, and mutual visits by government high-ranking officials.

¹⁸ In August 2013, Australia, the United States, China, and New Zealand held the first quadrilateral humanitarian assistance and disaster relief exercises in Christchurch, New Zealand. Moreover, Chinese navy ships participated in an international fleet review held in Sydney in October 2013.

3 Relations with Southeast Asian Countries

The Defence White Paper notes that Australia has an enduring strategic interest in the stability of the Indo-Pacific, particularly Southeast Asia and the maritime environment. Given that major sea lanes that are critical to Australian trade pass through Southeast Asia, which sit astride the northern approaches to the country, there would be cause for concern if potentially hostile powers established a presence in Southeast Asia that could be used to project military power against Australia. From this perspective, Australia perceives the stability and security of Indonesia, its largest neighbor, to be of singular importance, and believes that it benefits from having a strong and cohesive Indonesia as a partner. In addition, Australia strongly pursues enhancing security framework in the Indo-Pacific region, thus proactively supporting such frameworks as the East Asia Summit (EAS), ASEAN Regional Forum (ARF), the ASEAN Defence Ministers' Meeting-Plus (ADMM Plus), etc.

Australia views its partnership with Indonesia as its most important defense relationship in the region, so it is committed to further broadening and deepening defense and security cooperation. Given the terrorist bombings in Bali in 2002 and 2005, and the terrorist bombing in front of the Australian Embassy in Jakarta in September 2004, the relations between the two countries have been strengthened in areas including counterterrorism cooperation, and the two countries concluded an agreement on a security cooperation framework which described cooperation across a wide range of defense relationships in November 2006¹⁹. In March 2012, Joint Foreign and Defence Ministerial Consultations (“2+2”) were held for the first time, and at a summit meeting held in July 2012, the two countries agreed that Australia would provide four C-130 transport aircraft for free to Indonesia²⁰. Moreover, in September 2012, the first annual defense minister’s meeting was held, and both defense ministers signed a Defence Cooperation Agreement to include enhancing cooperation in the fields of terrorism countermeasures and maritime security. They also agreed to expand support and cooperation in the fields of search and rescue²¹.

Under the Five Power Defence Arrangements (FPDA) framework²², Australia carries out

¹⁹ The agreement, which is called the Lombok Agreement, took effect in February 2008.

²⁰ At the defense ministers’ meeting in line with the second Australia-Indonesia “2+2” meeting in April 2013, then Minister for Defence Smith expressed his intension to sell off five retired ADF C-130 transport aircraft to Indonesia and signed a memorandum of understanding for selling in July 2013.

²¹ After the start of the Abbott administration in September 2013, high level exchanges are underway as the Prime Minister, the Minister for Foreign Affairs, and the Minister for Defence visited Indonesia one after the other. However, there are existing issues between the two countries, such as responding to illegal immigrants heading to Australia by blockade runners and intelligence-gathering activities on Indonesia by Australia.

²² See Part I, Chapter 1, Section 5, Footnote 5

combined and joint exercises with Malaysia and Singapore²³.

See ► Part I, Chapter 1, Section 5-2 (Southeast Asia, Security and Defense Policies of Each Country)

4 Relationships with South Pacific States and Timor-Leste

The Defence White Paper positions a secure South Pacific and Timor-Leste as Australia's most important strategic interest after its own security, and notes that the nation is seeking to ensure that its neighborhood does not become a source of threat to Australia, and that no major power with hostile intentions establishes bases in its immediate neighborhood, from which that power could project force against Australia. From this perspective, Australia will continue to play a leading role in assisting South Pacific states and Timor-Leste to improve governance, security capacities, and responses to natural disasters, providing support for the stabilization of these nations through its Defence Cooperation Programs, among other initiatives²⁴. Moreover, Australia shares strategic and humanitarian interests in these regions with New Zealand, and perceives its defense and security relationship with the latter to be important to ensuring a secure immediate neighborhood.

5 Overseas Activities

Australia has deployed about 1,400 ADF personnel to operations overseas out of a total of 56,200 personnel on active duty²⁵ as of February 2014.

Under the Australia-United States Alliance, Australia expressed its support for the United States faster than any other country at the time of the 9/11 terrorist attacks in 2001, and dispatched troops to Afghanistan in October of the same year. In Afghanistan, about 1,550 Australian Defence Force personnel were engaged in supporting reconstruction activities under the International Security Assistance Force (ISAF) and in training the Afghan National Security Force (ANSF). As ISAF activities are to be terminated at the end of 2014, Australia withdrew most of its personnel in December 2013; however, Australia expressed its intention to contribute

²³ In November 2013, Exercise Bersama Lima was held in the South China Sea and the Malay Peninsula, and about 400 personnel, vessels and aircraft participated from the ADF. The Australian Air Force has had a permanent presence at the Malaysian Air Force base Butterworth, and the Malaysian military personnel receives training in Australia based on the Joint Defence Program, which formally commenced in 1992. The Singapore Armed Forces use training areas and pilot training facilities in Australia.

²⁴ Since 1999, when the independence of Timor-Leste gathered momentum, Australia has proactively provided support for the political and social stability of Timor-Leste. The ADF had led the International Stabilisation Force (ISF) since 2006 and completed the withdrawal in March 2013, as the security situation in Timor-Leste stabilized. The ADF also provided support for stabilizing the Solomon Islands through the Regional Assistance Mission to Solomon Islands (RAMSI) since July 2003, then withdrew in August 2013, accompanied by the completion of the activities in the military sector.

²⁵ Based on the Military Balance 2014. The breakdown of the military forces is as follows: Army: about 28,600 personnel, Navy: about 13,550 personnel, and Air Force: about 14,050 personnel.

to the stability of Afghanistan in 2014 and beyond. Other than Afghanistan, about 800 ADF personnel are active in the United Arab Emirates, the Arabian Sea and other areas, in supporting operations in Afghanistan.